

Call for Proposals No. MON-RFP-2020-001

A STUDY ON HERDERS' BEHAVIOUR TOWARDS SOCIAL AND HEALTH INSURANCE

1. Background information

Mongolia is a middle-income country with population of over 3 million. Mongolia's once-had fast growth rate (17% in 2012) has declined due to the fall of commodity global prices to a low 1.2% in 2016. The national poverty rate during 2016-2018 has stubbornly unchanged, only from 29.6% to 28.4%, with a further 15% of the total population hover around the national poverty line, at high risks of slipping back into poverty in events of unanticipated shocks.¹

According to a National Statistics Office (NSO) report on Agricultural Sector of Mongolia, published in 2019², there are 169,706 herding families or 617,344 people, which accounts for approximately 19.5 per cent of all population. There are 288,700 herders as of 2018. The share of young herding population, 15-34 years old, has been decreasing over the past few years. On the other hand, the number of herders closer to retirement age is increasing. Back in 1995, almost 50 per cent of herding population was 15-34 years old, and this number has been decreasing over the years, since then, and now it is reaching 33.3 per cent.

As patterns of climate change are becoming extreme, herders with restricted information and access to services are highly vulnerable to adverse livelihoods risks, and hence further vulnerable to fall deeper into poverty. Traditional nomadic herders' livelihoods depend solely on their livestock. In recent years the country's livestock population has swelled to 66 million and 75% of rural pasture is considered to be degraded. Herders make a living by selling animal products — including meat, wool and cashmere. Without their animals, they become cash strapped and cannot pay for basic needs. The overall proportion of Mongolian households with herding as their primary economic means has decreased from 50% to 25% from 1999 to 2018.

Herders in Mongolia live scattered in the grassland and have difficult access to services due to their lack of information about the services, financial ability to contribute to social insurance, their nomadic lifestyles and limited interest in participating in contributory schemes. According to the Labour Force Survey of 2018, Mongolia has 1.3 million workers, and by the account of General Authority for Social Insurance, 62.5 per cent of all workers are covered by social insurance, while only 15 per cent of Mongolian herders participate in national social insurance systems and 40 percent in health insurance scheme.

Herders used to be among the poorest in 2010 but now only one in three herders is estimated to be poor, thanks to better connectivity to the markets, rising demands of their products and expanding government programmes. Yet, socioeconomic fragility caused by climate changes, acceleration of pastoral degradation and disruptions in market access could push Mongolia's herding population back into poverty.³ The Government recognizes that social protection could be a key instrument in the provision of income security of herders, thus the State Policy on Herders, 2009-2020 established the

¹ <https://www.worldbank.org/en/country/mongolia/publication/mongolia-poverty-update>

² <https://bit.ly/2keINyW>

³ <https://www.worldbank.org/en/country/mongolia/publication/mongolia-poverty-update>

objective that: “Herders will be covered by health and social insurance at 100% and will receive state social welfare services”.

The United Nations Joint Programme “Extending Social Protection to Herders with Enhanced Shock Responsiveness” (SP-Herders, MNG/19/01/UND) contributes to achieving those goals by developing “social security *innovative solutions responding to life contingencies and social insurance needs of herders*”. Herders (female and male) and their family are the ultimate beneficiaries of this UN Joint Programme. The proposed research will produce data and evidence to support decisions aimed at the extension of coverage of social insurance to the population of herders in Mongolia.

2. Past ILO works

ILO, in collaboration with the Government of Mongolia in the past, has produced the following reports:

- Social protection on assessment based national dialogue: Definition and cost of a social protection floor in Mongolia
- Financial assessment of the proposed reform to the social security system for older persons and a proposed new pension scheme for the herders and self-employed persons
- Report to the Government: Assessment of the social security legislation for the ratification of the Social Security (Minimum Standards) Convention, 1952 (No. 102)
- Social protection floor in Mongolia

3. Scope of Work and Final Product

Under the scope the SP-Herders project, the ILO will be carrying out a study to better understand **HERDERS’ BEHAVIOURS TOWARDS SOCIAL AND HEALTH INSURANCE SCHEMES**.

Intended users of the findings of the study are government officials including social and health insurance agency staff, decision makers, and social partners, members of National Council for Social Insurance, Pastureland Users’ Groups, and broader stakeholders. It is also expected that the study will inform future initiatives of UN agencies and Mongolia’s development partners.

The findings of the study are intended to contribute to decision makers and social partners’ improved understanding about behaviours and behavioural patterns of herders, so as to come up with better solutions to increase health and social insurance coverage of herders by promoting new ideas and innovative solutions with support of technologies where necessary. The research findings will inform the Government about possible gaps, bottlenecks and underutilized resources and opportunities with regard to social insurance law and procedures, and delivery of services.

Key research questions to address these goals:

- What are the reasons that prevent herders from enrolling or being enrolled in social protection schemes at individual level?
- What are the bottlenecks in the legal environment and service delivery of the Government in the area of social and health insurances that delimit the effective coverage of herders?

Research deliverables:

The ILO is soliciting proposals from an individual expert to lead the research, research institutes or relevant institutions to carry out the survey. The survey of herders will be administered in 8 aimags covering 4000 herders, estimated 4-5 per cent of the herders' population.

The research is divided into three phases, within which specific deliverables are defined as below.

Phase 1: Inception

- 1.1 Inception report (*lead researcher*)
 - 1.1.1 Study methodology, scope, sampling framework, and selection of aimags for data collection;
 - 1.1.2 A questionnaire to elaborate the behaviour study;
 - 1.1.3 Report outline;
- 1.2 Stakeholder workshop to discuss and comment on inception report, methodology, questionnaires and report outline (*research institute*)

Phase 2: Data collection

- 2.1 Training for enumerators (*research institute*)
- 2.2 Data collected and data tabulation & cleaning (*research institute*)
- 2.3 Stakeholders' analysis (*research institute*)
- 2.4 Gap analysis on regulatory framework and service delivery (*research institute*)

Phase 3: Data analysis and report drafting

- 3.1 Data analysis (*lead researcher and research institute*)
- 3.2 Initial draft of the report in English (with summary in English) (*lead researcher and research institute*)
- 3.3 Stakeholder workshop on preliminary finding (*lead researcher and research institute*)
- 3.4 Final report in English and Mongolian (*lead researcher and research institute*)

4. Detailed activities

Phase 1. Preparation for the study

1.1 Inception report (the Lead Researcher in consultation with the Research Team)

The Lead Researcher will prepare, in consultation with the Research Team, an inception report to ensure mutual understanding of the consultant's plan of action and timeline for conducting the survey. It will also provide additional guarantee of adherence to, and interpretation of the TOR. The Lead Researcher and the Research Team shall work together and develop a workplan leading up to the delivery of the report. The inception report has to be consulted with the ILO technical experts and the team, as well as social partners.

1.1.1 Defining methodology and scope of the study and selection of aimags for data collection

The Lead Researcher together with the Research Team will define methodology and scope of the study, the sampling framework, selection of aimags for data collection ensuring a good representation of geographical and current social insurance coverage, and determine the outline of the report in consultation with the ILO. Total length of the report will be 90-110 pages, and an outline shall include the following chapters, but not limited to:

- Introduction;
- Methodology and data collection;
- Stakeholders' assessment;
- Gap analysis of the regulatory framework and service delivery;
- Herders' Behaviour Data Analysis; and
- Findings including the possible challenges in both demand (herders' behaviour) and supply side (regulatory framework and service delivery)
- Conclusion.

1.1.2 Develop a questionnaire for behaviour study (demand side)

The Lead Researcher will develop a questionnaire for herders' behaviour study in consultation with the Research Team. The questionnaire will focus on, but not limited to, identifying the issues described below:

- A. Determine **occurrence of risks** (health hazards, injuries reported, sickness, pregnancies) and their material effect on work days loss and household income;
- B. Identify **existing coping mechanisms** outside social insurance (including commercial insurance voluntary, community schemes, kinship, or other networks);
- C. Determine the herders' **understanding of social insurance** in general and knowledge of social security institutions in particular and what it offers and the rights and obligations involved;
- D. Identify the reasons for **affiliation and for non-affiliation** in social insurance;
- E. Differentiate **mandatory health insurance** and **voluntary social insurance** in reasons for affiliation and non-affiliation;
- F. Explain the **differences in responses** between populations profiles and characteristics;
- G. Differentiate **institutional** (legal and regulatory/design features including levels of contributions, regularity and periodicity of payments), **organisational** (burden of accessing documentation, travel costs to administration, mobility of the populations) and socio-cultural (distance from usual forms of communication) or individual **cognitive reasons** (lack of knowledge, lack of prioritization, lack of trust in institutions) for non-affiliation;
- H. Indicate the **frequency of identified barriers** by age, gender, geographic location
- I. Explore the factors that are **likely to influence individual and household willingness** to participate in social insurance schemes (For example, the question could be "What would help you participate in social insurance scheme?". It can be linked to digital technology-based solutions, simplification of procedures, special outreach etc.)
- J. **Assess willingness to pay** for state social insurance benefits, per risk category
- K. **Assess the ability to pay** for insurance premiums per packages (use assessed income levels and apply a methodology)
- L. Perform sensitivity tests
- M. **Comparison of ability to pay and** presumptive cost of delivering a set of basic packages
- N. **Determine accessibility** to the schemes taking into account: geographic distance, transport costs, opportunity costs (work, care for children), and time for completing processes of registration including use of internet access and digital skills of herders.

1.2 Social partners and stakeholders' discussion on the preparation of the study

The Research Team, in consultation with the Lead Researcher, will organize a stakeholders' meeting to introduce the study rationale, methodology, scope and other relevant information.

Phase 2. Data Collection

2.1 Training of enumerators

The Research Team will organize the training for enumerators and research assistants on data collection. The Lead Researcher will participate in the enumerators' training as a resource person.

2.3 Data collection and cleaning

The Research Team will deploy a team of enumerators to administer the survey questionnaire, and enter the information in Excel sheet and/or any other computerized data processing programme as required. The Research Team will be responsible for data collection and cleaning for further analysis and processing.

2.4 Stakeholders' analysis

The research team will conduct a stakeholders' analysis of social insurance and health insurance of herders in consultation with lead researcher to determine who is doing what and assess the existing conditions for the strengthening and further promotion of social insurance for herders⁴.

2.5 Gap analysis on regulatory framework and service delivery (supply side)

The research team will conduct a gap analysis of the regulatory framework of social insurance and health insurance for herders. This will include an analysis of the laws, rules and procedures in relation to social and health insurance of herders. Moreover, the Research Team will assess the current services and/or promotional activities of the Government aimed at including herders in social and health insurance. The gap analysis will try to identify the possible bottlenecks in the law and procedures, as well as in the service delivery.

- How does the current legislative and regulatory environment support or inhibit the extension of social security benefits to herders?
- Is there sufficient guidance in existing regulations to ensure smooth, consistent and robust implementation of mandatory and voluntary schemes?
- What possible contradictions or limitations exist between different aspects of commerce, tax or labour and social security regulations.

Phase 3. Data Analysis and Report writing

3.1 Data analysis

The Lead Researcher will lead the data analysis with support of research institute. The data shall be analysed by age, gender, geographical location and other criteria deemed as necessary, to determine key characteristics of herders' behaviour.

3.2 Initial draft of the report in English (with summary in Mongolian)

The Lead Researcher will draft the initial report according to the agreed outline with 90-100 pages in total. The draft report shall be prepared in English (with summary in Mongolian) to get comments from ILO experts and other stakeholders

3.4 Stakeholder workshop on preliminary findings

⁴ See Zeng, W., Kim, C., Archer, L. *et al.* Assessing the feasibility of introducing health insurance in Afghanistan: a qualitative stakeholder analysis. *BMC Health Serv Res* 17, 157 (2017). <https://doi.org/10.1186/s12913-017-2081-y>

The Research Team will organize a stakeholders' discussion on the draft report introducing preliminary findings and conclusion. Comments are recorded and reflected in the document, where necessary.

3.5 Report finalized in English and Mongolian

The lead researcher and the research team will jointly finalize the English and Mongolian reports to the satisfaction of the ILO.

5. Timeline

The report of the study shall be completed and submitted in English and Mongolian, to the satisfaction of the ILO by **March 31, 2021**.

6. Eligible applicants and qualifications

Applications are accepted for:

- The Lead Researcher: An individual expert may submit an application for this role.
- The Research Team: A research institute or organization may submit a proposal for this role.
- A Joint Proposal: A research institute or organization may submit a proposal that cover the work of the Lead Researcher and Research Team.

The Lead Researcher shall have the following demonstrated qualifications:

- Be an individual
- English proficiency at the professional level
- Advanced degree in social sciences
- Experience on behaviour study and analysis
- Experience in research on social security policy and administration
- Work experiences in and/or on Mongolia are preferable.
- Proven ability to conduct statistical analysis
- Experience working with the UN and in particular the ILO is an advantaged
- Experience working on gender-related issues is an advantage
- Able to travel to Mongolia, be in the country for at least 1 short-term stay of one month. This might need to be revised if travel restrictions to Mongolia apply.

The Research institute (s) must have the following characteristics:

- Is legally registered with the Government of Mongolia
- Team composition:
 - One person possesses an advanced degree in social sciences (social protection and welfare related)
 - One person possesses an advanced degree in Mongolian herding and agriculture economic
 - One member must have 5 years of research experience in social security policy and administration
 - One member must have 10 years of research experience on Mongolian herders' social and economic issues
 - Fluent in Mongolian and English
 - Ability to conduct statistical analysis
 - Able to mobilize and train research enumerators
 - Experience working with the UN and in particular the ILO is an advantaged
 - Experience working on gender-related issues is an advantage.

7. The Proposal

All types of applicants (i.e., for the Lead Researcher, for the Research Team and for the Joint Proposal) must submit the technical proposal and the financial proposals separately.

The **Technical Proposal** includes the following elements:

- A. A write-up in English of up to 10 pages, excluding bibliographies, using Times Roman font size 12. The write-up shall cover the following:
 - (a) A brief literature review on country experiences in extending social protection to nomadic or marginalized populations;
 - (b) The proposed sampling framework and rationale, covering at least 4,000 herders in 8 aimags.
 - (c) A description of potential challenges in data collection, the proposed methodology for data analysis; implementation and collaboration plan with the research team in Mongolia; and methods for quality assurance
 - (d) Research timetable
 - (e) Risk mitigation strategies: Due to COVID-19 precautionary measures, related uncertainties, and travel restrictions, the proposal shall include a description of risk mitigation strategies to be used in the course of the proposed work. The research procedures shall be mindful of any potential restrictions placed on travel and face-to-face meetings and seminars.
 - (f) Identification of stakeholders and approach to ensure fruitful stakeholders' engagement
- B. Declaration of research capacity
 - (a) The team member and their individual Curriculum Vitae of the Lead Researcher and/or members of the Research Team
 - (b) Role and responsibility of each person in the team
 - (c) Research and/or survey portfolio in the past 3 years
 - (d) A copy of one selected published work in English
- C. Statement of submission that is signed and dated by a competent representative.

The detailed financial proposal shall be prepared using the budget template as shown in Annex A.

8. Selection criteria

The ILO will select the proposal(s) that provides value for money. The proposals will be evaluated based on the following criteria:

- (a) Demonstrated understanding of the requirement
- (b) Soundness of the proposed approach and plan
- (c) Quality of sampling size and key informants
- (d) Research experiences in the relevant fields
- (e) Creative approach is used in the proposal
- (f) Demonstrated awareness and explicit inclusion of gender analysis in the research plan
- (g) Realistic timeframe
- (h) Readiness to undertake the assignment
- (i) Organizational assets in Mongolia
- (j) Ability to organize the proposed work with the minimum support from the ILO

The passing score for the Technical Proposal is 70 out of 100 points. The ILO will not perform a financial assessment on the applicant that does not pass the technical assessment.

The weighting for the technical and financial proposal is 70/30.

9. Submission

Inquiry shall be sent to the following email address: Beijing-inquiry@ilo.org by **September 10, 2020**.

All types of applicants (i.e., for the Lead Researcher, for the Research Team and for the Joint Proposal) must submit the technical proposal and the financial proposals separately.

The technical proposal and the financial proposal must be submitted separately as per the following details:

- The technical proposal must be sent to : Beijing-proposal@ilo.org . The email subject header states: “MON-RFP-2020-001: Technical Proposal”. The proposal must be received before 5 pm Beijing time on September 30, 2020.
- The financial proposal must be sent to : Beijing-purchase@ilo.org . The email subject headers states: “MON-RFP-2020-001: Financial proposal”. The proposal must be received before 5 pm Beijing time on September 30, 2020.

If the Technical proposal and the Financial Proposal are submitted together or sent to the same email address and/or are received after the established time and date, they will be considered non-responsive.

Annex A: Financial Proposal Template

The proposal shall be prepared in US Dollars. If an MNT proposal is provided, the ILO will use the prevailing United National Operational Rate of Exchange to convert the value into USD. The ILO reserves the rights to negotiate the price and/or the currency of the agreement.

Applicant: _____

Type of Application (Please specify): _____

- A. The Lead Researcher
- B. The Research Team
- C. The Joint Proposal

| No. | Deliverables | Unit | Number of units (Quantity) | Unit rate | Total (USD) |
|---|---|--------|----------------------------|-----------|-------------|
| Phase 1: Inception | | | | | |
| 1.1 | Inception report 1.1.1. Defining methodology and scope of the study, the sampling framework, and selection of aimags for data collection 1.1.2. A questionnaire to elaborate the behaviour study 1.1.3. Report outline or table of content | | | | |
| 1.2 | Stakeholder workshop on inception report, methodology and questionnaires | Person | 40 | | |
| Phase 2: Data collection | | | | | |
| 2.1 | Training for enumerators | | | | |
| 2.2 | Data collection, tabulation and cleaning | | | | |
| 2.3 | Stakeholder analysis | | | | |
| 2.4 | Gap analysis on regulatory framework and service delivery | | | | |
| Phase 3: Data analysis and report drafting | | | | | |
| 3.1 | Data analysis | | | | |
| 3.2 | Initial draft of the report in English (with summary in Mongolian) | | | | |

| No. | Deliverables | Unit | Number of units (Quantity) | Unit rate | Total (USD) |
|-----|---|--------|----------------------------|-----------|-------------|
| 3.3 | Social partner and stakeholder discussion on preliminary findings | Person | 40 | | |
| 3.4 | Report finalized in English and Mongolian | | | | |
| | Total | | | | |

The cost provided must be sufficiently detailed and itemized. More rows can be created if there is more than one type of expenditure for a particular deliverable.

Payment schedule: The ILO can only pay up to 30% of the total agreement value as advance payment at the signature of the contract and up to 95% of the total agreement value before completion of work.

Please propose a payment schedule **by specifying currency, amount and conditions of payment:**

I certify that the information provided herewith is accurate and truthful.

Signature: _____

Name and date: _____